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ABSTRACT

A study of Hispanic participation in administration of the 106 California community colleges (administered through district organizations) counted persons with Spanish surnames listed in the "Directory of California Community Colleges 1981-82" as participating in administration at district or college level. Hispanic administrators were concentrated in fewer than 25% of the 70 college districts; 66% of districts with Hispanic participation were in the San Francisco Bay and Los Angeles areas. District totals were two board of trustees presidents, one superintendent/president, two vice presidents, two vice chancellors, one dean, one associate dean, and one coordinator, most in positions dealing with personnel or affirmative action. Of the 106 colleges, 47% had one or more Hispanic administrators, including 5 presidents, 20 deans, 7 vice presidents, 6 associate deans, 13 assistant deans, 6 coordinators, 13 directors, 3 division heads, 2 registrars, 3 affirmative action officers, 1 financial aid officer, 9 academic senate presidents, and 5 student body presidents (who may sit on selection and curriculum committees). Most were in areas of instruction and student services. Thus, most California Community Colleges do not have Hispanics as active participants in the institutional decision-making process. Literature relevant to Hispanic participation in California Community College administration indicated numerous factors affecting the selection process. (MH)

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HISPANIC PARTICIPATION IN THE ADMINISTRATION OF THE CALIFORNIA COMMUNITY COLLEGES 1981-82

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> Community Colleges have an obligation to promote cultural, racial, and human understanding within the communities they serve as well as within their spheres of influences. California Administrative Code, Title V

> Efforts toward the adoption of affirmative action and equal employment opportunity policies and programs, leading to successful recruitment, employment and promotion of historically underrepresented groups, should be increased. Title V

HISPANIC PARTICIPATION IN THE ADMINISTRATION OF CALIFORNIA COMMUNITY COLLEGES 1981-82

The California Community Colleges are part of the public system of higher education in California. A Master Plan of Higher Education provided the specific function to each segment, i.e., Community Colleges, the State University System, and the University of California. /1/ The plan has not been updated or replaced by the State Legislature , although many of the functions are in the process of change or have been changed/modified/ or eliminated through the funding mechanism of the State Legislature or the Governor through his "blue line pencil" veto.

Persons familiar with the California Community Colleges administrative structure can skip the following section and continue with the results of the research.

The Community College system is coordinated by a Board of Governors appointed by the Governor. The fifteen-member Board serves for four year terms while the term of the student member is for one year. The Board of Governors has its own staff with a Chancellor who is appointed by the

Board. The Colleges are governed by local boards elected by the local residents of the area that the College District serves. There are single and multiple campus districts. The former operate a single campus while the latter operate more than one campus.

Each District 's Board of Trustees has a Chief Executive Officer that is commonly referred as Superintendent; however, some Districts have the name of Chancellor, the name that is used in higher education. Superintendent is a title left over from the days when the Community Colleges were part of the K-12 Districts. Each Board of Trustees hires and evaluates their Chief Executive Officer. For the most part there appears to be participation by the college community in the selection process; however, recently there has been more participation of consulting firms made up of former Presidents in the selection process. The degree of participation of the firms ranges from handling all of the process to specific functions.

Each Chief Executive Officer of the Board acts as a President of a single campus District; therefore, s/he performs the dual function of Superintendent and President while in multiple campus districts the President or Chancellor selects the Presidents for the colleges. The President, hence, is concerned with the leadership of a single campus while the Superintendent is more likely to be concerned with the development of the District as a whole. Both positions are line positions, i.e., the persons holding the position make decisions rather than providing staff support.

The position of Dean or Vice President is the second one in command,

i.e., the first line authority is the President, the second one is the Dean or Vice President. In multiple campus districts, these lines of command are changed since the administrative level of the District must be taken into consideration. Thus, this discussion will deal with the levels of single campus Districts; however, the levels are increased in multiple campus districts. The Deans deal for the most part with a specific function in the College, e.g., the Dean of Instruction is responsible for the instructional functions--hiring of faculty, curriculum, budgeting, evaluation, and other activities closely associated with the instruction function. The Dean of Student Services is responsible for the services function, i.e., admissions, registration, tutorial services, special programs for the disadvantaged, financial aids, counseling, and veteran and student affairs. The management dean or business services,is usually responsible for all business activities, e.g., payroll, mailroom, maintenance, contracts, purchasing, budgeting, and classified staff. The brief description outlined here although somewhat simplified, underlines the importance of each of the positions in the Community Colleges. Deans of Instruction recommend faculty, Dean of Student Services recommend counselors, and student services classified personnel, and the Dean of Management/Business Services recommend classified staff for the various functions.

The next level of administration is the third level. Here the description of titles and responsibilities is not as easy as the previous titles due to the variation of the administrative structure of the California Community Colleges as a result of Senate Bill 160 , i.e., the

collective bargaining bill for public employees. The third level of administration carries less authority and responsibility than the previous two levels. The following summary represents the present systems at the third level of administration:

Associate Dean

Responsibilities extends to a specific area, e.g., sciences, occupational education, social sciences , counseling and guidance, fine arts, instructional services,evening, and summer; business.

Assistant Dean

Similar responsibilities as Associate Deans above, but with less scope of responsibility.

Department Chairpersons

Similar responsibilities as associate and assistant; however, department chairpersons for the most part have release time for administrative duties and teach. Department chairpersons are associated with the traditional system of administration prior to the passage of Senate Bill 160 , i.e, department chairpersons reported to a Dean of Instruction. After collective bargaining became a reality in California, Community Colleges reorganized into the assistant/associate dean structure since the Department Chairpersons were considered by PERB to be supervisors rather than managers.

Coordinators

Coordinators are the fourth level of administration. They usually work under the supervision of an associate / assistant /department chairperson. For the most part, coordinators do not have line authority.

Line positions carry decision making responsibilities while staff positions are advisory in nature. It is beyond the scope of this paper to discuss the pros and cons of each position; however, it is of utmost importance that the reader keeps these levels of management in mind, i.e., first, second, third, fourth, and so on, as well as line and staff concepts in mind as the discussion unfolds.

Board President is a critical management position because it allows the holder of the position to work closely with the Superintendent or Chancellor in the preparation of the Board Agenda and allows the Board President to set goals for the Board itself and the Superintendent.

Academic Senate President is a faculty elected office in the Community Colleges. The functions of the Academic Senate are stipulated in Title V and deal mainly with academic and professional matters. The President of the Academic Senate is the educational leader of the faculty. S/he works with the management team in the establishment of programs and policies. There is considerable disagreement on the impact that collective bargaining had on the effectiveness of the Academic Senate in providing input in the development of policies. The position is significant due to its influence in personnel matters and as an entry level opportunity to advance into management positions. Academic Senate Presidents have considerable amount of influence in campuses but given the diversity of the 107 colleges that degree of influence varies from campus to campus.

Student Body Presidents are elected by the student body. The position is associated with "Student Government" activities. The degree of

participation of students in the determination of policies varies from campus to campus. Some students can sit on selection committees of administrators and faculty, curriculum committees, and so on. The degree of involvement will depend on the campus's philosophy toward student participation in the development of policy.

There are seventy Community College Districts in the State of California. The scope of the present study focused on Hispanic participation in the administration of Community Colleges at the District and College level. The Directory of the California Community Colleges 1981-82 was used. The Directory is divided in two parts: District and College. Persons were counted only once, i.e., if they appeared in the District section and subsequently were listed in the college section, they were counted in the district participation only. This occurred only in single campus districts. Academic Senate and Student Body Presidents were included. Persons with a Spanish surname were considered Hispanic. While there are limitations with this research technique, it has been recognized as a valid procedure for the identification of Hispanics.

> The Board of Governors of the California Community Colleges reaffirms its commitment to equal employment opportunities. It emphasizes the determination that those practices employed by California Community College districts which result in certain groups of job applicants being excluded and/or underrepresented in the institutions's work force be eliminated and the the results of their employment practices through affirmative action will be increased representation and retention of historically

underrepresented groups as defined by federal regulations.
Title V

R E V I E W O F T H E L I T E R A T U R E

It is difficult to review the literature of the participation of Hispanics in the management of the California Community Colleges. The review would be limited; therefore, it must be eclectic. It must draw from various sources; however, this approach would shed too much information and it may lead to the statement that was indicated in a recent publication in which the writer indicated that while generalizations about a research problem can be obtained, it is another matter to apply it to an institutional setting. /2/ The participation, or lack of it, can be explained in terms of the literature on women issues, the management profession, and cultural milieu in which the Hispanic functions. The research in the past somehow has not incorporated this eclectic approach.

Bridgewater (1983) for example, reports Yale's professors Scarr and McAvay research in Psychology Today a finding that can be related to the present research. She reported that affluency and well educated families raised males that "more likely" would "hold prestigious jobs than women who come from similar backgrounds." /3/

A striking finding of preferences of people working with others of the same ethnic background has been found as early as before children enter

kindergarden. Finkelsteikn and Haskins found that "children enter school with clear preferences for working and playing with classmates of their own race," the preferences were most evident outside of class and the ethnic preferences did not decrease with age but increased. /4/

The possession of college degrees do not improve the chances of ethnic minorities in obtaining jobs. In a U. S. Commission on Civil Rights analysis, the Commission found that "black male college graduates have an unemployment rate of 5.5 percent, three and a half times that of their white counterparts. Black females...had an unemployment rate of 3.1 percent, compared with 2.4 percent for white female graduates." /5/

Cordova (1982) reported role perceptions and interaction patterns of Hispanic administrators at the assistant/associate instructional dean level in 1978-79. He reported that the group viewed public service as the most important general administrative role and ranked warm interpersonal skills as the most essential trait for administrative success. Faculty interactions were perceived as the most negative and the group perceived their roles as more demanding and dissimilar than those in similar positions. /6/

Consultants have become common in the selection of Superintendent-Presidents in the California Community Colleges. The practice of hiring consultants for the selection of the Chief Executive Officer is common in the K-12 system. The California School Board Association plays an important role in selection of superintendents in California. The California Community Colleges appear to have begun the practice approximately three years ago. The scope of this paper does not

allow a full analysis of the influence of these firms on the selection of Hispanics but it should be noted that one of most important firms is made of former Presidents and Superintendent-Presidents that have been able to keep their "network" strong with the present community college administrators in California. The ties between the firm and the professional associations are intricate and complex. The use of management firms to select managers is not new. The "headhunters" in the business sector is common. What is important is to note that Hispanic managers do not appear to be part of the "network" of the most influential firms in the state. Consultants provide a wide range of services, i.e., from handling all aspects of the selection process to the performance of selected functions.

A recent article in FACCC Bulletin narrates how a selection committee member for the Superintendent-President position of a California Community College was able to work with the consultant so s/he would not impose his/her candidate on the committee. The writer provided pointers "to arm other colleagues against what she terms the "old boys" who dominate the consultnat scene." The use of the consultant is not recommented by the writer of the article since "you end up doing most of the work anyway." Although the writer provides pointers on how to guarantee faculty participation, it is interesting to note that the consultant provides the candidates that s/he "deems best." Although those candidates that are rejected by the consultant may be "rescued by the committee." /7/

In a three year period, 1980-1983 consultant firms were used to fill approximately 19 positions out of 25 in the California Community Colleges

at a cost of more than $300,000 in fees. The cost per full participation in the search appears to be $25,000 plus expenses. /8/ The degree of participation of the consultant in the process is unknown but since the contract of the consultant firm with the Community College is a public document, an examination of the contracts would shed some light into the role and degree of influence of the consultant in the selection of the final candidate. It is not easily known if a consultant is involved in the selection process by looking at the job announcements; therefore, the degree of influence and participation may be greater than what is reported here. While some searches indicate the name of the consultant in the job announcement itself, others do not, and applicants are unaware of the role of the consultant in the selection process.

Cramer, Jerome in "They control school jobs Meet the power brokers," indicates that the traditional way of looking and applying for a school management job depends "to an appreciable extent on the help and information you get from the so-called Old Boys Network," Cramer lists the following as the old boy network:

:::::power brokers

:::::consultants

:::::colleges and universities

:::::organizations /9/

People are moved in and out of administrative positions "with little more than a telephone call." The network, according to Cramer has shifted from a national network to a regional one that is more limited in what it can do. According to Cramer the aspiring manager " must become well- known

among his peers, must develop a high profile." Regional and national meetings of organizations are essential for persons who do not have a mentor, states Cramer. /10/

The network of the present holders of positions is usually referred as the "good old boys network." To be included in a network is difficult to describe here; however, the common place of the development of these networks begins at the university in which a person graduates followed by professional organizations and conferences. Syracuse University, for example, sees the purpose of networking as follows: "...improving recruitment, advising, placement and other services...Traditional reunions don't draw minority alumni in large numbers." /11/

Research is needed on the perception of the importance of mentors by Hispanics. Mentors or the "good old boy network" are resources for the aspiring Hispanic. According to Schelle (1983) the system of sponsorship by a person "has been traditionally for men, and only recently has it begun to include women." Schelle suggests using a two way approach to reach the top and using mentors in that approach: "first, the establishment of a significant relationship with an experienced individual and, second, the carrying out of positive moves that are taught or suggested by the mentor. /12/

Many persons have expressed concern over the use of consultants in the selection of Superintendent-Presidents. Persons who are rejected by a consultant as "meeting the profile of a particular district" on one application may not be viewed objectively the second or third time that the person applies to other districts. If a candidate is interviewed and not

hired, the consultant's assessment of the candidate for not being hired may influence his/her assessment of the candidate the next time that the person applies for another position. Some consultants conduct searches in other states; therefore, the problem of "equal opportunity" is enlarged to other states besides California. No research exists on how a consultant views a candidate who is not selected to a personal interview or is invited to an interview and not selected. Objectivity would appear to be difficult in these instances and equal opportunity would be difficult to attain for those candidates who are known to the consultant from previous searches.

The selection of managers in the California Community Colleges appears to be standardized. The diversity of the Colleges would seem to indicate diversity; however, there are more similarities than differences. A Community College selection of a manager depends on the level. For the most part Superintendent-Presidents vacancies are filled through "national searches." Second level administrators for the most part are not selected on a national level. Third and fourth level are rarely national searches. Of course there are exceptions since the political milieu of the Community College will determine the type of search to be made

Consultants speak of the profile of the person that is needed for the position and then seek that person out. The implications of seeking a person with a profile is intriguing . If the college is negative towards integrating its work force it is highly probable that Hispanic will not be hired although "efforts" and "encouragement" for minority applicants may occur.

A President of a California Community College indicated in an interview with California Higher Education , July 1982, that a period of "regression for women and minorities" will occur since women do not participate in the area that is being focused now, i.e., national defense. Her views on the "old boy network" are worth mentioning here:

> There is still, and I don't use it in a pejorative sense at all, an 'old boys' network that plays a role in hiring. They've worked together and when a job opens they think of good old Fred and they call up two or three friends and speak highly of him. I don't think, however, the men doing that are being evil or deliberately trying to hold women down. /13/

Another woman President provides insights into the role of women's colleges for women. Her statements are very timely because they point to the importance of the participation of Hispanic administrators in the California Community Colleges. I am not suggesting that Hispanics have the identical problems that women have in private institutions, but it does point towards items that researchers must investigate in the future. For example, she indicates that the curriculum has a women's focus that provides an intellectual avenue for the discussion of women's research and contributions to knowledge. Role models for males and females are provided through faculty of both sexes, student have "competent women in action in a variety of roles ...they have this mental image that it can be done." /14/

Sensitivity by male teachers towards female students is advocated by the President, e.g., she cites research that indicates that male teachers

do not maintain eye contact with women when she is answering a question, "or interrupting women more often than men or not giving as much advice about graduate study." Women students lose self confidence in a co-educational setting, she added. These findings have implications in the study of educational achievement and Hispanics.

A 1980 report of the Institute for the Study of Educational Policy indicates that the number of minority administrators is disproportionate to the overall ethnic population. The following percentages of positions are held by white administrators:

:::::96.1% Chief Executive Officer

:::::95.4% Administrative Affairs

:::::96.7% Academic Affairs personnel

:::::92.1% Student Affairs personnel

:::::93.7% External Affairs personnel. /15/

Neither faculty ranks, lower administrative personnel, nor executive levels have adequate representation of racial and ethnic minorities, the report states further. It is noted that the period of growth in higher education should have brought more numbers of minorities into the system; however, the reports adds, "two- year institutions have not produced corollary growth in the percentage of minorities in positions of influence." /16/ Maintaining the present position, as bad as it is, is difficult for minorities, the reports adds, and lack of enthusiasm and faculty commitment to hiring minorities will not maintain or increase the

number of minorities in the Community College systems. While college trustees may be an avenue for the remediation of problems of underrepresentation, the Institute indicates that the "the two- year trustees appear to be as majority as are the faculty and administrators in their institutions." /17/

Team players are valued by the Chief Executive Officers and the CEO have a great influence on company values . /18/ The findings also indicate that corporate family spirit is important.

Considerable deemphasis on Affirmative Action policies has occurred with the new Administration. The President's Labor Department's chief affirmative action enforcer resigned from her position on October 24, 1983 at the time that the President fired three members of the U.S. Commission on Civil Rights when the Senate would not appoint the President's chosen members. /19/

Dingerson, et al. conducted a study on the hiring of academic administrators since the 1972 Higher Education Guidelies were issued. They cited a study of Gordon and Ball in which they found that women were "generally administering women-related programs: affirmative action, women's projects, women's colleges." Another researcher, Chambers, cited by Dingerson, et al. found that there had not been much change since 1972 in 600 institutions studied. A 1978 study cited by Dingerson, et al. indicated that "institutions persisted in drawing only a traditional pool of candidates." Persons selected, according to the study of Socolow (1978) had served in lower status academic administrative posts, and in most instances, also in professorial positions...Colleges and universities may,

and often did, operate parallel and complementary hiring strategies, whereby they advertised widely to meet government requirements at the same time as their officers were phoning colleagues for nominations and recommendations...at least 76 percent of the sample advertised nationally and at the same time involved "old boy" practices." Dingerson excluded Presidents as well as community colleges in the study, he found that pages of advertisements for positions in The Chronicle of Higher Education had increased from 692 in 1973 to 1,464 in 1976; 40% of the positions were filled from within the institution; and "white males are maintaining their hold in selected academic administrative positions by filling nearly 75 percent of the positions advertised...there is a rate of replacement by white males of nearly 87 percent." /20/

In "Procedures and Costs for Hiring Academic Admnistrators" by Dingerson, Rodman, and Wade studied the cost and procedures used in the hiring of academic admistrators since the passage of the Higher Education Guidelines for Affirmative Action in 1972. The authors were interested in determining if cost of hiring personnel would shed some light into the motives of the employers, i.e., "if institutions were advertising nationally only to meet the intent of affirmative action legislation and regulations, or if they were also meeting their spirit. Job announcements in The Chronicle of Higher Education from 1972-1976 were analyzed. Dingerson, et al. found that the average number of applicants was 143, the average number of candidates interviewed 6.5 [sic] candidates, 97% used a search committee, and the average cost for selection of administrative positions was $8,631; however, the researchers found that

average costs for filling the associate and the assistant positions are lower than the costs for filling the chief academic officer and academic dean position. /21/ It is a common practice in the California Community Colleges not to reimburse candidates for interview expenses at all but the Superintendent-President level. No data has been gathered to determine the level of discouragement of applicants for positions below the Superintendent-President level. Although the authors hypothesized that it would most likely cost more to hire underrepresented groups due to the "extra effort" their findings do not confirm this, i.e.,it costs the same to hire an underrepresented administrator as it costs for other individuals. The authors conclude that given the cost factor there is no "unfair search" since the institutions spend the same funds for internal/external candidates. Suggestions are given that the regulations have increased the cost but no increases have occurred:

> Federal regulations imposed on colleges and universities in 1972 to expand recruitment activitites have not resulted in substantial increases in numbers of underrepresented populations filling academic administrative positions. /22/

Although not very strongly stated, the authors of the study (1982) speculate that members of minorities groups are being "groomed" for administrative positions and that there has not been adequate time to "prepare and promote members of underrepresented populations into major academic administrative positions."

The selection of the Chief Executive Officer i.e., Chancellor,

President, Superintendent-President, has become an issue. As a result accountability forces in education, many states require "sun shining" of candidates. Alaska, for example, notifies candidates for administrative positions that they have to agree to disclosure of the application materials in order to be considered for the position. Florida's search committee meetings as well as interviews are open to the public. The movement of disclosure should be noted; however, discussion of its merits is beyond the scope of this study. The National Commission on Higher Education Issues, makes a strong statement of keeping confidentiality and not releasing names of candidates prematurely because they feel that will restrict the flow of applicants of those Presidents who already hold positions in other institutions; however, it should be noted that another view given is that of full participation in checking the employment record of the candidate:

> If the Consultant citing confidentiality as the reason, prefers to shoulder full responsibility for background checks, she/he should be kept in the dark about your efforts...This supposed courtesy also gives the Consultant unreasonable amounts of power. /23/

The National Commission of Higher Education Issues endorses affirmative action through the development of strategies:

> The Commission fully endorses the need for formal selection procedures and strongly supports the development of meaningful

and productive affirmative action strategies to ensure that women and minority candidates are included. /24/

The use of "formal selection procedures," "development of meaningful and productive...strategies to ensure...are included" is vague and does not address the basic issues addressed here. The development of a REGISTRY by the California Community Colleges and the countless advertisements for the development of "Minority Banks" may be some of the items that the Commission is advocating; however, do "minority banks," Registry , and formal procedures, help or hinder Hispanics? What is the definition of "productive"?

The climate of governance and decision-making is complex in the California Community Colleges. The State legislature has contributed to much of the turmoil due to its constant lack of a definite base for funding. The recent veto of the Governor of funds for the Community Colleges have increased the conflict at the District and College level between all segments of the college community. The colleges themselves have contributed to the inherent turmoil as a result of the Reduction In Force process and the built-in conflicts of shifting the missions of the colleges to deal with the decline in funding. Other factors are at play here; however, it is beyond the scope of this study to study these variables. Many of the Hispanics were the last ones hired; and due to California seniority laws, they will be probably the first ones fired. No data exists on the impact of the decline of funding on employment, promotion, demotion, or elimination of Hispanic administrators and

faculty.

The importance of having Hispanics in the areas of management where there is the power to make decisions cannot be overemphasized. The higher the position, the more impact the philosophy of the person will have on the institution. Presidents create the climate of the institution. Presidents are viewed as the educational leaders that influence the staff in the determinination of goals and thus educational programs. Perhaps it is this fear of having power that has contributed to the lack of Hispanics in higher education management positions.

It is puzzling that researchers have not indicated the lack of Hispanic administrators in higher education. It may be that they have fallen into the trap that "there are just not qualified Hispanics out there!" and large populations of Hispanics must be sent through the higher education system to increase the degree holders. While there is no evidence to support this contention, it may explain the concern that researchers have with access. Consider the gloomy statistics of the low percentages of Hispanics that obtain degrees in the higher education system in the U. S. given at a hearing held in Washington D.C. in conjunction with Hispanic Heritage Week in 1982:

Percentage of degrees received by Hispanics:

::::::::::4.6% Associates

::::::::::2.1% Bachelor

::::::::::2.1% Master

::::::::::1.2% Doctorate /25/

The Salinas Californian on August 5, 1983, reported that Hispanics were still at the bottom in California state jobs. Hispanics comprised 10,337 of the state jobs, i.e., 8.8% of the total state jobs although the Hispanic state's civilian population was 13.7%. The percentage of the school population of Hispanic origin continues to increase; more than 23% of the school population in 1978-79 was of Hispanic origin. /26/.

The "lack of qualified" applicants has been heard in education circles. From "qualified" the nation went to "qualifiable" then to the "most qualified." The issue is not whether is person is qualified or not but who decides what qualified means. The criteria for the selection of the manager is elusive and lacking in specificity until the paper screening process begins.

Recent research gives us clues on the career path of administrators. Moore, et al. (1983) reported that there was not a clear cut step from level four, let say, to three, to two, to one. The researchers found that many steps were skipped and that the successful completion of one step did not guarantee the next step. The Community Colleges were not included in the reseach. The faculty position was the crucial entry position for most administrators. The career path for California Community Colleges may not be the same as the one reported here. The role of professional organizations and the consultant may prevent the skipping of levels as a way of keeping potential Hispanics from applying for positions. If a person has not been in level three, let say, the consultant may suggest that all persons who do not have that level of experience will not be

considered. /27/

An appointment in California which confirms the research of Moore, et al., occurred in the California State University System in 1982 in which the Chancellor skipped one step in the administrative path of becoming a Chancellor.

How do present administrators respond to the employment of Hispanics in administrative positions? An Executive Educator article on the recent selections of urban superintendents may give a clue on the barrier of Hispanics to management positions. Levin states "the idea of actually attaining ...job is fast becoming a fading hope, a dream deferred....one reason is most apparent: Race. Race." He indicates that most applicants for positions are white but those selected lately are black /28/

While the number of Hispanics increased in California "Executives, Administrators and Managers at Colleges and Universities in the West," the proportion remain the same, in 1975 California had 305 or 3.5% while in 1977 it had increased to 338 but the percentage remained at 3.5%. The number of Blacks is higher for both years and an increase percentage, although small, occurred from 1975 to 1977, i.e., 379 (4.4%) in 1975 and 471 (4.8%) n 1977. The figure includes all of higher education. /29/

Once a person begins the career ladder at the faculty level, the movement to the top position may take many roads. Unfortunately no research exists that points to the career path of California Community College administrators. Some may believe that Hispanics will be catching up once they are in abundant numbers in the lower levels of administration. Bridgewater (1983) reports that while women get promoted more often, "their

promotions are smaller and leave them in lower positions in the corporate hierarchy." Stewart's research cited by Bridgewater gives insight into the nature of promotions; men tend to leapfrog up the ladder, taking fewer but larger jumps, while women, the researchers suggest, is "pacification by promotion." /30/

There does not seem to be a concern in the part of the Hispanic leaders of the lack of managers in the higher education sector. The main concern of Hispanic leaders appear to be access and retention to higher education. In a cover story by California Higher Education , leaders of the Hispanic community indicated their displeasure at the lack of role models in elementary and secondary school, tracking record of the California Community Colleges away from promoting students to transfer to a four-year college, and the lack of teaching faculty. /31/

In a survey of "100 Influentials Survey Findings" of Hispanics, 68% indicated that they believed that Hispanics "were not being given access to college/university business and professional schools," only 24% agreed that Hispanics were given access; 7% had no opinion. In the issue of affirmative action, 65% of the respondents indicated that affirmative action worked worse for "Hispanics as it has for women and other minorities," only 3% indicated that affirmative action had worked better and 32% as well as for other minorities and women. The Hispanic group, 59% of the 100 group, also feels that they haven't had access to the Equal Employment Opportunity compliance and appeal mechanisms as women and other minorities for the purpose of redressing employment complaints, 25% indicated that Hispanics had access while 16% had no opinion. The 100

group supported the concept of set goals or affirmative action in higher education admissions, 76% supported, 19% did not, and 5% had no opinion. Most of the 100 group Hispanics felt that the quality of public education had decreased in the last decade, i.e, 40% indicated that it had decreased, 29% increased, and 31% that it had remained the same. /32/ In a 1980 Monograph entitled Hispanics In Community Colleges by Alfredo G. de los Santos, Jr., references are made to the low participation of Hispanics in the higher education system, e.g., in 197[illegible] "an estimated 144,000 Mexican Americans were undergraduates in Southwestern Colleges... Five years later, in the fall 1976 semester, conditions had not improved," while the studies covers lack of access to educational institutions, the paper is silent on the lack of participation of Hispanics in the administration of Community Colleges. /33/

Balkan (1983), reports the efforts in Arizona to place Hispanics in boards. He defines "boardmanship" as "the ability to place members of a group on important boards of directors, whether they be of large corporations, leading foundations or major financial institutions. The group benefits from being represented... The trade off is that it's good business for corporations and other leading insitutions to have ...represented," The climate changed from one of confrontation and fear to one of" cooperation and partnership." The Governor of the State of Arizona is worth quoting here:

"...once you get political power as a group you're only halfway there. The other half is the more subtle kind of economic power. Of becoming part of the network of decisions that are made in every community outside

of the political process. The more than I'm in politics, the more I understand that most of the important decisions aren't made at the state capitol. Or in City Hall. They are made in the boardroom. At the country club."

Governor Bruce Babbit Governor of the State of Arizona. /34/

Minorities, although increasing in numbers from 1978 to 1980, do not choose management as a career. Blacks have the greatest enrollments in business and management programs at the undergraduate, masters, and doctorate levels followed by Hispanics, Asians, and finally Native Americans. /35/

> The intent of these regulations and the guidelines developed hereunder is not only to correct employment deficiencies but to seek to improve and strengthen the total personnel programs of the California Community Colleges by providing opportunities for equitable consideration of all candidates for employment and promotion. Title V

R E S E A R C H F I N D I N G S

DISTRICT PARTICIPATION

Board of Trustees

There are two Spanish-surnamed Community College Board Presidents in California or 3% of the 70 Districts' Board Presidents are Hispanics.

Superintendent-President or Chancellor

One Superintendent-President in the California Community College system is Hispanic.

Vice President/Assistant President

There are two Vice Presidents in the seventy Community College Districts.

Vice Chancellor

Two Vice Chancellors comprise the participation of Hispanics. The Vice Chancellor designation is the equivalent of Assistant/Associate President.

Dean

There is one Hispanic Dean in the 70 Community College Districts in the state.

Associate Dean

One associate dean comprises the Hispanic participation at the level of associate dean.

Coordinator

One coordinator is Hispanic in the 70 Districts.

Closer analysis of the District participation of Hispanics reveals that the San Francisco Bay and the Los Angeles area contain two thirds of the Districts that have Hispanic participation. Northern California, South of Orange County, the Desert, and most of the San Joaquin Valley Districts have no Hispanics in the District management positions. Three of the five Districts outside of the Los Angeles and Bay areas are on the Central Coast, and two in the San Joaquin area.

Further analysis of the District titles indicated that for the most part, Hispanics who participate at the District level administration are in positions dealing with personnel or affirmative action. More than three fourths of the California Community College Districts do not have Hispanics at the District level of administration.

> It is educationally sound for all students attending California Community Colleges to have available positive images provided by individuals from historically underrepresented groups, and to observe that such individuals can assume responsible and diverse roles in society. Title V

> The richness which cultural and racial diversity brings to our national heritage and the exercise of democratic principles can best be taught in the presence of staffs of mixed races and ethnic groups as well as both sexes working toward mutually established goals. Title V

COLLEGE PARTICIPATION

There are 106 Community Colleges in California. The colleges are administered by a Board of Trustees through a District organization. The partipation of Hispanics at the district level has already been presented in the previous section. The college discussion deals with individual units of the college districts. No double counting occurred. More than half of the California Community Colleges in California do not have Hispanics at the college administrative level. Only 47% of the colleges

have one or more Hispanic on the staff.

Presidents

There are five Hispanic Presidents or approximately 5% of all Presidents in the California Community Colleges are Hispanics. All presidents are in multi-campus districts. A Superintendent-President is employed in a single campus district, thus, s/he has already been included in the District section.

Deans/Vice Presidents

There are twenty Hispanic Deans and seven Vice Presidents in the 106 Colleges.

Associate Deans

Six Hispanics are associate deans in the California Community Colleges.

Assistant Deans

Thirteen assistant deans are Hispanics.

Coordinators-Directors-Division Heads

Six Hispanics are coordinators in the Community Colleges, thirteen are directors, and three are division heads in the 106 Community Colleges in California.

Registrar-Affirmative Action-Financial Aid

Two registrars are Hispanics, three affirmative action and one financial aids officer are Hispanics.

Most of the Hispanic personnel at the college level is in the areas of

instruction and student services, i.e., 40% in instruction, 41% student services, 13% business and personnel, and 6% are presidents. A closer analysis in each job category reveals a certain pattern of Hispanics in student services and continuing education functions, e.g., in the Dean/Vice Presidency category, 44% are in student services while 19% are in off campus, community services, and extended day programs (Evening). In the Associate Dean/Assistant Dean category, continuing education and student services comprise half of the positions.

All of the division heads are in the area of instruction. Coordinators and directors are mostly in student services and personnel with student services comprising 68% of all Hispanics. Personnel and instruction comprised the six other positions. Commmunity Services, COOP, and basic skills were represented in instruction.

Student Body Presidents

Five Community Colleges in California have Hispanics as their Student Body President.

Academic Senate Presidents

Nine Community Colleges have Academic Senate Presidents who are Hispanics.

The geographical distribution of Hispanic participation in colleges differs from the District participation. Twelve of those showing participation are located in the Los Angeles area, 14 in the San Francisco

Bay Area, and the rest (20) are scattered throughout California. While college participation extends to geographical locations others than the Los Angeles and San Francisco areas; the percentage of colleges with Hispanic participation is almost two thirds in the two aformentioned metropolitan areas.

Two Presidents are located in the Los Angeles area, one in the San Francisco Bay area, one in the Sacramento area, and one in the Central Valley. One President also functions as a Superintendent but s/he has already been included in the District section.

Deans are concentrated in the Los Angeles Area (8), scattered throughout the state---but omitting most of the Desert Districts and the San Joaquin Valley Area. There are three Hispanics in the San Francisco Bay Area.

College Presidents are located in the Los Angeles Area (2), San Joaquin Valley (1), San Francisco Bay Area (1), and the Sacramento Area (1).

Directors/Coordinators are concentrated in the Los Angeles Area (8), San Francisco Bay Area (5), and the Coast (3).

Associate/Assistant Deans are located in the San Joaquin Valley (6), Coast (3) Los Angeles (2), and San Francisco (6).

Academic Senate Presidents are concentrated in the San Francisco Bay Area (4), one in the Los Angeles Area, two in the Desert, and one that belongs to the State Academic Senate.

Registrars/Officers are not located in the Los Angeles Area, three are in the San Francisco Bay Area, two in the Desert and one in the San Joaquin

Valley.

Student Body Presidents are restricted to Los Angeles (2), one in the San Francisco Bay Area, and one in the Sacramento Area.

Given the nature of the State of California in its minority population and the availability of Hispanics to assume administrative positions, the present study indicates that for the most part, most Community Colleges do not have Hispanics as active participants in the decision making process of the institution.

> Policies...should be more than proclamations of nondiscrimination in employment practice but should be affirmative and result-oriented efforts to produce a substantial increase in employment opportunities of underrepresented groups, in all areas and at all levels, including executive, administrative, and managerial. Title V

SUMMARY AND CONCLUSIONS

The Hispanic participation in the administration of the California Community Colleges at the District and College level is low. While the research design only determined whether there was participation or not, the degree of participation, i.e., the number of Hispanics in the district or college itself, is also worth studying. Hispanic participation in relationship to the total number of non-Hispanic administrators is also

significant but beyond the scope of this study. While affirmative action programs were required by Title V , approximately one half of the Districts were not in full compliance by 1980, i.e., only 36 out of the 70 Districts had a written affirmative action plan. /36/ While the existence of an "affirmative action plan" may indicate Hispanic participation, validation of such an assumption was beyond the scope of the present study. The Chancellor of the California Community Colleges reported to the Legislature on January 1981 that Hispanics had increased from 1,084 to 1,099 from 1977 to 1979 in the job category of professionals or an increase from 5.2% (20,473 full-time) to 5.5% (19,733). In the same report, the Hispanic group held 128 positions in executive/administrative/management out of 2,384 in 1977 or 5.3% while by 1979 they held 162 positions out of 2,480 or 6.5% of the positions. /37/

The number of faculty members is important to mention since according to the review of the research the holding of the position of faculty is the entry level into administration. While the percentage increase may show progress of 1% in faculty, the actual number of faculty has declined over a two year period. In 1977 there were 853 out of 16,921 faculty positions or 5.0% while in 1979 the group held 812 out of 15,872 or 5.1% /38/ While the number of administrators went up 34 the faculty declined 41, leaving the California Community Colleges with 7 less Hispanics in a two year period. It appears, that Hispanic administrators were drawn from the faculty ranks; hence, diluting the contact of students with Hispanic faculty. Further research of the most recent position held by administrators is needed.

The reasons for the lack of Hispanics is complex; however, it appears that the role of the consultant in the searches for Superintendent-President may have created an adverse impact on Hispanics. By promoting through the "good old boys" who in turn promote and recommend administrators at lower levels, the degree of Hispanic participation has suffered. The review of the literature indicated that for the most part white males are holding on to their positions. The lack of Hispanic "mentors" at the college and District level also inhibits the aspiring Hispanic to experiences that will place him/her with the appropiate job contacts and provides a vacuum for job support functions, e.g., how to deal with problem faculty, how to implement change, how to approach the Board and so on.

Networks at the Hispanic level appear to be nonexistent. No research exists on this subject; therefore, another question that needs answers has evolved from this research. It appears that Hispanics will encounter problems in just holding the present positions as suggested by the erosion of Hispanic personnel in the system and Cordova's finding that Hispanics have difficulty with faculty and the higher expectation and standards that is expected of them by their supervisors in comparison with other administrators in the same system. A closer look at the organizations of the "good old boy network" in California point to a lack of Hispanic participation. The Association of California Community Colleges Administrators does not have a Hispanic in their Board of Directors or Executive Board. The California Association of Community Colleges appear not to have Hispanic participation. An argument may be made here that

since there are no Hispanics in the system; therefore, there are none at the association level and since the association elects those positions, no Hispanics were elected by the their peers. Which makes the lack of Hispanics in these associations more critical since the lack of Hispanics is traced back to the membership which is made up of non ethnic personnel.

Appointments to committees/task forces or presentations for conferences is usually solicited through the Chief Executive Officer of the College or the District; therefore, the lack of Hispanics at these professional organizations may be related to the lack of Chief Executive Officers in the California Community College System; however, no research data exists to indicate if Hispanics are asked at the same rate for "nominations" as are members of the "good old boy network." If Hispanics are not members of the "network" then it is strongly suggested that they are also outside of the process of selection and nomination.

How does the Chancellor's Office of the California Community Colleges select participants for their task forces and/or committees? Again, no research exists to indicate the process of selecting members for committees; however, it appears that the Chancellor's Office works closely with the "good old boy network." It appears that this study asks more questions than it answers!

The participation of Hispanics in Accreditation teams is not known; however, even in this activity there is a "good old boy network" that determines who the members of visiting teams for accreditation will be. Again, there are no statistics on the degree of participation of Hispanics

in this important activity for the college itself and for the Hispanic faculty and administrator. Appointment to the accreditation teams is usually solicited through the Superintendent-President of a District.

The American Association of Community and Junior Colleges is another organization in which "good old boy networks" are maintained and nurtured. There are no Hispanics in their Executive Committee, and one out of 24 Directors is a Hispanic. What is s/he assigned to do in the organization? A Committee on Convention and Awards! No Hispanic representation exists in the other committees of the organization. /39/

The American Council on Education has a minority's program that is designed to provide minorities with experiences that will lead them to management positions. The Council has reported that a great number of their fellows have administrative positions. An Office of Minority Concerns has been established to address the issue of minorities in higher education; however, the office was established in 1982 and no research has been conducted in their activities and/or their goals to increase the number of Hispanics in their programs.

Another powerful network in the California Community Colleges are graduates of the Leadership Training Program at the University of California, Berkeley sponsored by the Kellogg Foundation. Most of the graduates of the program now hold administrative positions; however, no research has been done to validate this contention; but it should not be difficult to undertake.

There are a number of issues raised in this research and I can only cite Max Weber, whose writings on bureaucracy are still being debated, who

can provide a model for understanding the "good old boy network." The writings of Weber point to an explanation of the lack of Hispanics in administrative positions in the California Community Colleges. The full application of Weber to this research would be folly; however, a broad application of his ideas to this research is worth pursuing here. Weber advocated a "bureaucracy" as the ideal type of organization. The chief of the organization relied on the persons below him/her who had the technical knowledge since his/hers was an "elected" office. There are strong indications that administrators are selected on the basis of political climates of the communities rather than on specific qualifications. Further, the California Community Colleges are developing into an informal bureaucracy that keeps out Hispanics. It appears that Title V sections and encouragements to apply to prospective applicants and notices of "equal employment employer" stated in position announcements is only an exercise in futility for Hispanics, that the real problem lies in the Hispanic group getting political power in the communities. /40/ The consultant has become, in fact, the Chief Personnel Officer of the California Community Colleges.

The "good old boy network" has created a "bureaucracy" and delegated to the Hispanic the role of "technician." The flow of information, knowledge, gathered through the "network" is a way of controlling the entry of Hispanics into the management system of the California Community Colleges.

The lack of Hispanics in the California Community Colleges creates another negative situation for the State of California. It means that the

non-Hispanic group has not acquired the knowledge and experience of working with Hispanics at the administrative level. The lack of role models for Hispanics and the lack of visibility of Hispanics by the dominant group--students, faculty, staff, board members--continue to perpetuate the myth that there are no "Hispanics" out there. If Hispanics are not seen in administrative roles, then the non-Hispanic group cannot view them holding such positions. Their interactions in the future will be affected in the way they relate to Hispanics as consumers and as providers of services; hence, a double bind exists here, the Hispanic loses because there are no role models to aspire for, and the non-Hispanic group who does not see Hispanics in positive roles.

Hispanic leaders must view with concern the problem of lack of Hispanic administrators in the California Community Colleges. The leadership should view the Community Colleges as a system that needs to be studied from all sides. Improving retention and transfer rates, while worthwhile, do not address the whole picture of the cultural milieu in which the student, Hispanic or non-Hispanic, functions. Upon completion of the person's educational goal, the Hispanic must face a society that is willing to provide equal employment opportunity. The lack of experiences of students and staff with Hispanics will continue to be a barrier to these "graduating Hispanics."

Finally, a look at the whole process of selection and appointment of administrators needs to be looked at. Job announcements, telephone calls, and the now institutionalized practice of placing advertisements in The Chronicle of Higher Education does not bring "equal opportunity" in

employment matters. The whole process must be analyzed by examining:

::::::::::Preparation of job announcement.

::::::::::Distribution of announcement

::::::::::Paper screening criteria.

::::::::::Selection committees

::::::::::Preparation of questions for interview

::::::::::Interview itself

::::::::::Final interview, Whom? How?

::::::::::Checks! Who? How? Are they necessary?

::::::::::Final decision. Who makes it?

The lack of Hispanics in the California Community Colleges can only be analyzed by looking at the whole process of selection; however, once the findings are known we are still left with the same question, why? Why at this level of the process, why at that level and so on. We must look at the political milieu of the Community College to determine the reason. Historical, social, cultural, discrimination must not be evaded or put under the rug. Hispanic administrators at the Community College, California State University, University of California, and the Independent Schools and Colleges must form a counterforce to the "good old boy network." However, while a Hispanic network may increase the participation of Hispanics in the administration of the Community Colleges, the overall problem of State legislative mandates, lack of progress in achieving State goals, and the dispensation of local boards' authority to others outside of the District's environment, must be examined critically.

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